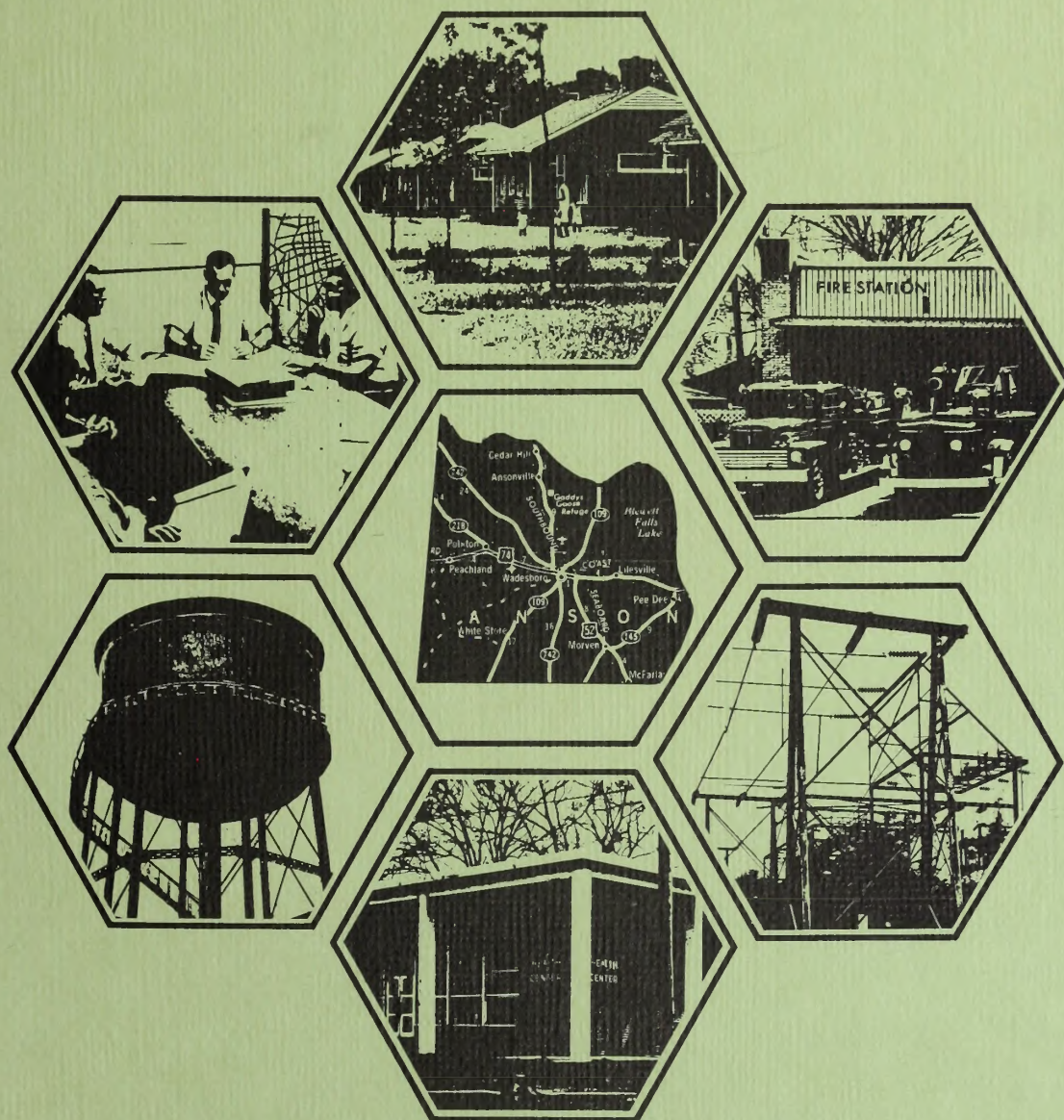


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GOVERNMENTAL COORDINATION REPORT



ANSON COUNTY, NORTH CAROLINA

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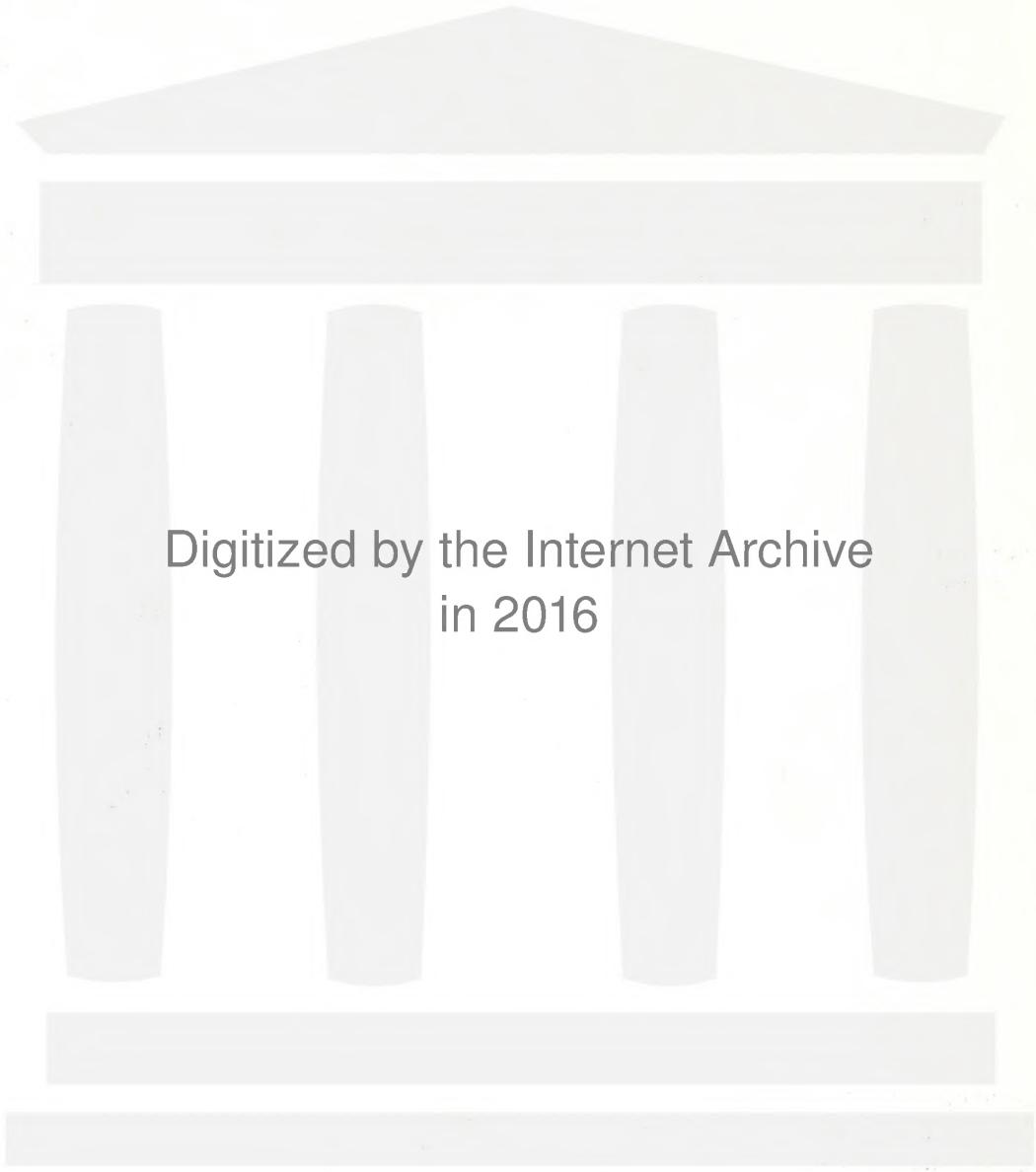
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INTRODUCTION

Purpose of Report

The purpose of the Governmental Coordination Report for Anson County is as follows:

1. To provide the county with an official plan furnishing the necessary information that may be required to efficiently and orderly promote, develop and expand the rural communities in Anson County; and to provide the information necessary to avoid overlapping or duplication of the existing and future local governmental services and facilities that may be operating in Anson County.

Description of Anson County

Anson County was created in 1749 as the fifteenth county of North Carolina and was named for Lord George Anson, first Lord of the British Admiralty, who patrolled the Carolina coasts in 1730 against Spanish pirates--it extended from the Pee Dee River to the Mississippi River. In 1753, Rowan County was formed from Anson and a partition process began that was not completed until 1843 when a portion of the county was lost to Union County. A total of 533 square miles are now included in the county which is part clay/sand; part Piedmont/Coastal plain; and part agricultural/industrial.

Even today with the transfer from agricultural to industrialization, Anson County is still predominantly a rural area. Approximately 16.9 percent of its 23,488 population is considered urban. Many local families can trace their Anson ancestors back to the late eighteenth century. The population of Anson County is basically Anglo-Saxon and Blacks. Several large plantation type houses still stand in the rural areas of the county, reminiscent of cotton and slavery.

Soon after the cotton gin was developed, King Cotton took over the county and large areas were cleared and planted in cotton. In 1870, twenty percent of North Carolina's cotton crop was grown on Anson County's 50,000 acres devoted to this activity. These large plantations were self-supporting in that all their needs were produced or manufactured on the farm by the large slave populations. No other money crop was given consideration when cotton dominated the economic scene. As the cotton fields were worn out, they were abandoned and new fields cleared. The abandoned fields were taken over by pines, and now timber is one of the largest agricultural crops in the county.

Cotton was responsible for the first industries in Anson County. The Wadesboro Cotton Mill and the Wadesboro Cotton Oil Company shared industrial dominance with the silk mill (which operated in Wadesboro).

Other industries did not organize in Anson County until many years after the establishment of the railroads. Two lines now bisect the county, Seaboard Coast Line and Winston-Salem Southbound. Industrial expansion can also be attributed to the Blewett Falls power dam, completed in 1912 and now owned by Carolina Power and Light Company. With the decline of cotton, many people turned to merchandising and industry. Although most of the people still live on farms, many commute to the neighboring cities and counties to work at other jobs.

Among the various type of industries now located in Anson County are textiles, lumber, mining and machinery.

Approximately 82 percent of Anson County is in the Piedmont section of North Carolina. Found in this section are the clays, timber reserves, industries and farms. The eastern section (from the town of Lilesville to the Pee Dee River) is in the Coastal Plains. Many peach orchards are located in the sandy areas along with sand and gravel mining operations.

Anson County is located in the south central portion of North Carolina. The southern town limits of the Town of McFarlan is also the North Carolina-South Carolina border. The county is bounded on the east by the Pee Dee River, the Rocky River on the north and Union County to the west.

The county seat, originally in Mount Pleasant, was moved in 1783 to Gloucester, now known as Wadesboro. Wadesboro is located in the approximate center of the county. The six additional incorporated towns are:

Ansonville	Lilesville
Peachland	Morven
Polkton	McFarlan

The county is divided into eight townships:

Ansonville	Lilesville
Burnsville	Morven
Gulledge	Wadesboro
Lanesboro	White Store

No sanitary districts have been authorized for Anson County but two non-profit corporations are chartered to supply water to surrounding areas in addition to the county-wide water system. These are the North Anson Water Resources Association and the Sugartown Water Association.

The most developed smaller urban areas throughout the county are Burnsville, Pee Dee, White Store, Blewett Falls, and Brown Creek communities. These all contribute to the economic and social atmosphere of the county. Old Sneedsboro, a thriving town and educational center from 1795 to about the Civil War, is now commemorated by an historical marker, a cemetery and the ruins of an old navigable canal.

The location of the incorporated towns, township areas, the non-profit and county-wide water systems and the smaller urban areas are shown on Figure 1, "Political Subdivisions."

Population

Anson County's 1990 population, as projected by the Division of Community Services, is estimated at 22,212; thus representing a decrease of 1,276. Although there is a projected decrease in population, Anson's residents must remember that the above population projection is based on past trends of the county (e.g., very little public recreation, unsuitable conditions for industries, poor sewerage facilities in several municipalities, and many more undesirable factors that were driving people from the county).

Anson County Commissioners, the Planning Board and other county officials are disproving the 1990 population decrease by implementing elements of a Workable Program that are benefiting the county and are making Anson a more desirable place to live. Some examples are: the appointment of a recreation director; the appointment of a building inspector; the extension of water lines; the building of a new library; and the receipt of a \$10,000 sewerage disposal planning grant. These are only a few improvements that are being made and have the potential of keeping people from leaving Anson and attracting urban growth.

Table 1 shows incorporated and unincorporated political subdivisions in Anson County along with the population changes that occurred between 1960 and 1970. (See following map for illustration.)

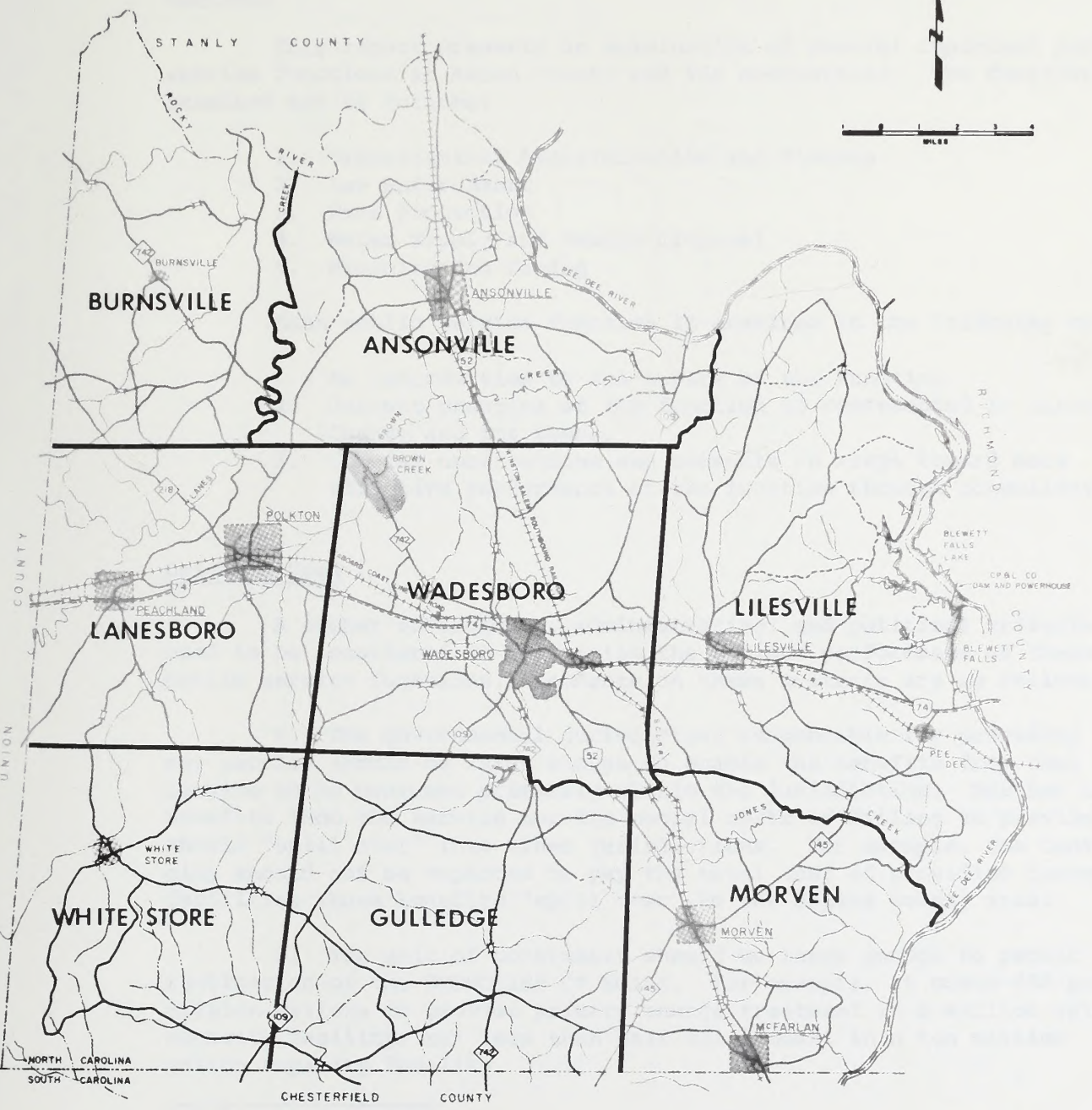
TABLE 1

<u>County & Subdivisions</u>	<u>1970</u>	<u>1960</u>	<u>% Change</u>
Anson County	23,488	24,962	- 5.9
Ansonville Township	2,019	1,940	4.1
Ansonville Town	694	558	24.4
Burnsville Township	1,399	1,398	.1
Gulledge Township	2,140	2,527	-15.3
Lanesboro Township	3,142	3,069	2.4
Peachland Town	556	563	- 1.2
Polkton Town	845	530	59.4
Lilesville Township	3,826	3,853	- 0.7
Lilesville Town	641	635	0.9
Morven Township	1,929	2,280	-15.4
McFarlan Town	140	161	-13.0
Morven Town	562	518	8.5
Wadesboro Township	8,596	9,269	- 7.3
South Wadesboro Town	109	189	-42.3
Wadesboro Town	3,977	3,744	6.2
White Store Township	437	626	-30.2

Source: Census of Population, 1970

ANSON COUNTY

North Carolina



PUBLIC SERVICE FUNCTIONS*

Approach

This report presents an examination of several important public service functions in Anson County and its communities. The functions examined are as follows:

1. Organization, Administration and Finance
2. Law Enforcement
3. Fire Protection
4. Water Supply and Sewage Disposal
5. Planning and Zoning

Each public service function is examined in the following manner:

1. An introduction to the nature of the function.
2. Current practice of the function as represented in Anson County and its towns.
3. General observations and comments on steps toward more effective performance of the function through consolidation.

Criteria Used

A number of economic, administrative, and political criteria need to be considered in evaluating the optimum performance of these public service functions. Comments on these criteria are as follows:

1. The governmental jurisdiction responsible for providing any service should be large enough to enable the benefits from that service to be consumed primarily within the jurisdiction. Neither the benefits from the service nor the social costs of failing to provide it should "spill over" into other jurisdictions. For example, the central city should not be expected to pay the total cost of providing recreational facilities whose benefits "spill over" to the entire county area.

2. The unit of government should be large enough to permit realization of the ECONOMIES OF SCALE. For example, it costs \$58 per million gallons to provide primary sewage treatment in a million gallon capacity facility, but less than half this amount in a ten million gallon capacity facility.

*The criteria in this section are from the Advisory Commission on Intergovernmental Relations, Performance of Urban Functions Local and Areawide (Washington: Government Printing Office, 1963).

Economic efficiency is only one of the criteria germane to the allocation of a particular function. Political, administrative and social considerations must also bear heavily in such a determination. The remaining five points for judging the proper scale of performance are intended to reflect these considerations.

3. The unit of government carrying on a function should have a geographic area of jurisdiction adequate for effective performance, as illustrated by the desirability of a sewage disposal system's conforming to a natural drainage basin.

4. The unit of government should have the legal and administrative ability to perform services assigned to it. If it is going to provide modern health protection, for example it needs to have both adequate regulatory authority and the ability to attract and hold a trained staff capable of administering a public health program.

5. Every unit of government should be responsible for a sufficient number of functions so that its governing processes involve a resolution of conflicting interests, with significant responsibility for balancing governmental needs and resources. Thus, in the jurisdictional allocation of individual functions, there is an ever present danger of creating so many separate entities as to result in undemocratic, inequitable, and inadequate assignment of priorities. Elected officials should be responsible and held accountable for balancing governmental needs and resources.

6. The performance of functions by a unit of government should remain controllable by and accessible to its residents. This is an essential condition of responsible government and one that is too often violated by creation of special districts whose decision-making power and purse strings are not susceptible to direct control by the voters.

7. Functions should be assigned to that level of government which maximizes the conditions and opportunities for active citizen participation and still permits adequate performance. This is another guarantee for keeping government sensitive to the citizens, as well as a way of assuring attraction of the community's best talent into positions of leadership.

Taken together, the economic, administrative, and political criteria may yield conflicting and competing results. Necessarily, they represent interests of competing groups, as well as interests of the community as a whole. If all were in agreement indicating one voice within an area, there would be no stumbling block to change. However, it is seldom possible or desirable to weigh each criterion equally in every instance. Instead they must be balanced, one with the other, to decide in each case which are important for the particular function or situation.

ORGANIZATION, ADMINISTRATION AND FINANCE

Counties in North Carolina are having to provide more municipal-type services such as recreation and fire protection because people, even in rural areas, are expecting and demanding them. Other services, including more efficient public safety measures and more sophisticated financial management, are becoming mandatory through requirements of other levels of government, particularly the State. Thus, many local governments which were organized to the needs of agrarian based rural constituents (as well as the "social needs" of urban and rural residents) have become ill-equipped to handle more complex administrative and managerial tasks.

Such is the situation in Anson County today. The county is continuing to provide new services (recreation, public safety, ordinance controls, sophisticated tax collection and a billing codes system, etc.) but the local towns are unable to provide some of these services due to a lack of professional administrative and managerial capabilities for coordinating and financing these particular services. The Town Commissioners are saddled with the task of administering the day-to-day activities of local government when their time should be spent on making major policy decisions.

A major deficiency at the local level is the lack of a uniform purchasing system. Each purchasing officer is allowed to purchase as he sees fit within budgetary constraints. Substantial savings could materialize from a uniform purchase order system and volume purchases of common-use supplies.

In considering these issues that the local governmental units must face, the previously stated criteria will give the small towns a guideline which can be used to evaluate local situations.

While monitoring these criteria, consideration should be given to any area that does not provide the most convenient services for the local residents and/or town; thus, the Town Commissioners should begin to look elsewhere for relief. In this particular situation, aide could be sought from the Federal government, State government, the City of Wadesboro or, more realistically, from Anson County. In seeking additional assistance by means of consolidation of services, the local towns are not giving up their right to function as separate governments nor are they giving up or losing their right to federal funds; but instead, the towns are investing their monies for efficient and effective services to which local citizens are entitled.

Observation and Comments

Within the scope of administration two areas should be considered for consolidation: purchasing and tax listing.

Purchasing

The responsibility for purchasing supplies and equipment in Anson County is now vested in the county manager (whose duties have tripled in the past two years) and the particular commissioner in each of the six incorporated towns. Guidelines for establishing a purchasing agent are set forth in G.S. 153-27. Duties of the purchasing agent should include the following:

1. Approving all purchases prior to order being placed.
2. Working with department heads in determining purchasing needs.
3. Developing overall purchasing policy and procedures.
4. Negotiating for purchases when necessary.
5. Conducting all competitive bidding, development of specifications, advertisement for bids, bidder lists, etc.
6. Coordinating purchasing activities with accounting procedures, i.e., maintaining purchase order system, seeing that all encumbrances and expenditures are properly posted, etc.
7. Maintaining all necessary purchasing records.
8. Working out beneficial purchasing arrangements, such as consolidation of purchasing standard commodities, joint cooperative arrangements, etc.
9. Reviewing, assisting in the development of, and supervising the awarding of contracts, maintaining all performance bonds, etc.

Once the purchasing agent has been established, consideration should be given to the possibility of group purchasing, which could include all governmental units in the county and region.

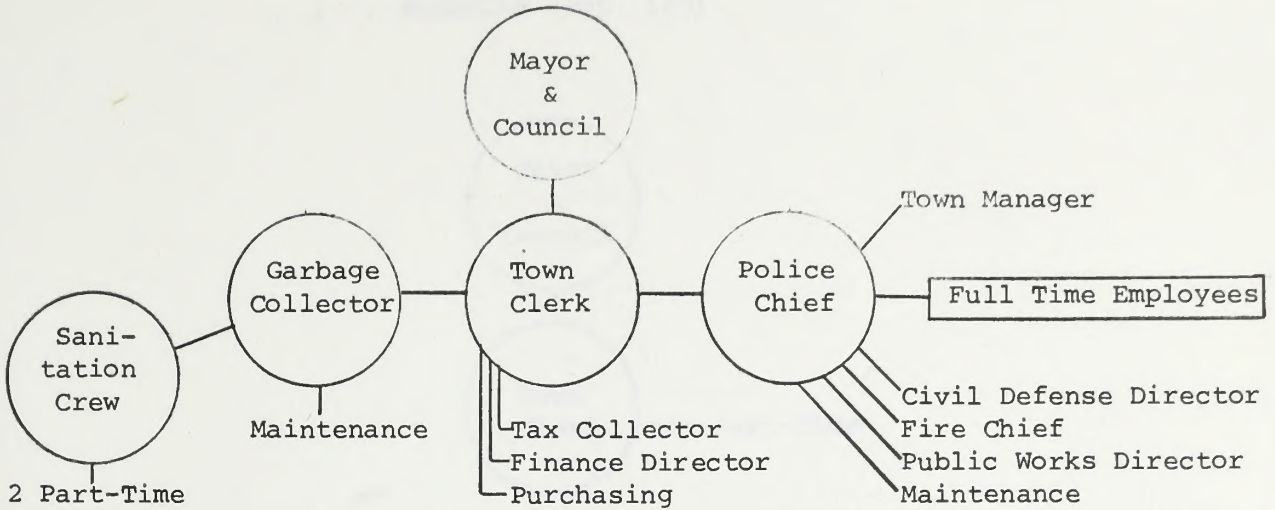
The County Commissioners should also assign to the purchasing agent the duty of keeping records on all county equipment. Such property should be labeled or tagged with a number and physically inventoried annually. Any shortage should be reported to the Commissioners. The inventory should include all office equipment, file cabinets, desks, and other equipment used to deliver service to the citizens of Anson County.

Tax Listing

Through the provisions of G.S. 105-326 Wadesboro and towns in Anson County, instead of listing, appraising and assessing property taxes within their own limits, have the option of obtaining from the County the abstracts and tax records made by the County List Takers. The six incorporated towns in Anson County exercise this option by listing from the County Abstracts. Anson County has significantly improved its tax records system by using a computer to prepare tax scrolls and tax billings. The County also has one employee whose main responsibility is collecting delinquent taxes.

It is recommended that Anson County's Commissioners encourage the towns to use the county's collection service, by which they will realize a financial savings. Below is a brief summary of each incorporated town's local governmental structure and its effectiveness.

LILESVILLE (Pop. 641)



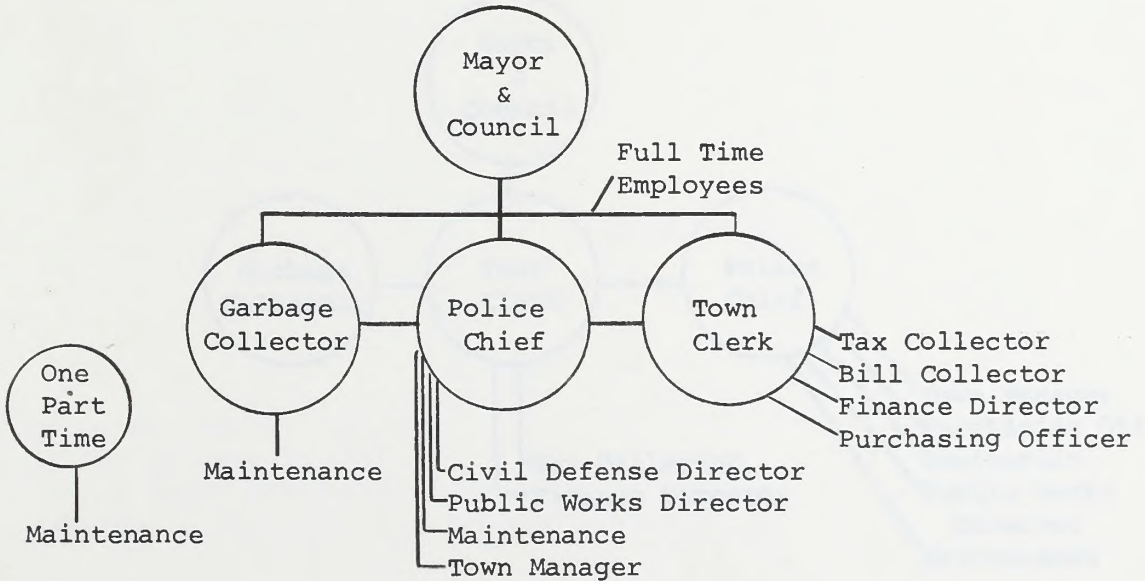
Annual Operating Budget: \$54,114.50

Percent of Tax Collected: 96%

Preparation of Water Bills and Tax Statements: Town

Capital Reserve Funds: Yes (Replace old water lines and 201 study)

MORVEN (Pop. 562)



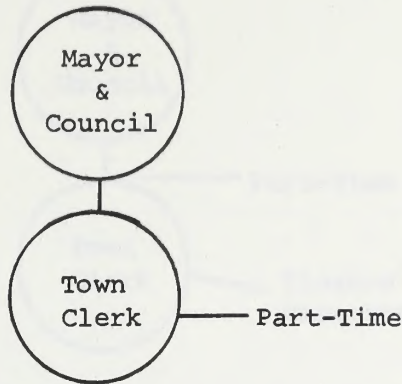
Annual Operating Budget: \$44,000.75

Percent of Tax Collected: 75%

Preparation of Water Bills and Tax Statement: Town

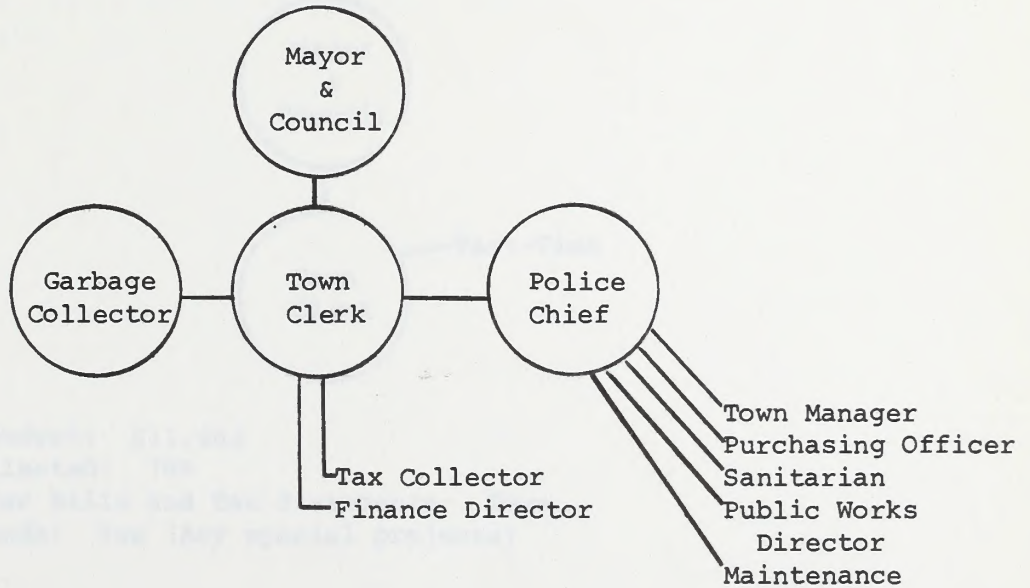
Capital Reserve Funds: Yes (201 study)

MCFARLAN (Pop. 140)



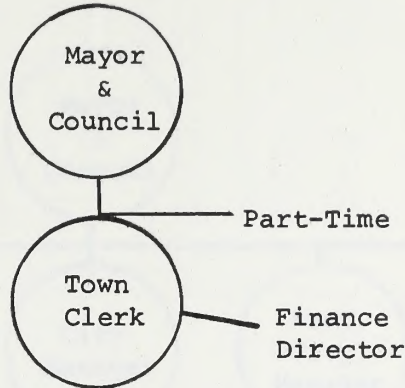
Annual Operating Budget: Operating in the "red"
Percent of Tax Collected: 70%
Preparation of Water Bills and Tax Statements: County
Capital Reserve Funds: Yes (Town Hall)

POLKTON (Pop. 845)



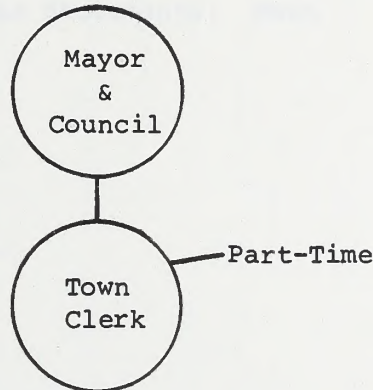
Annual Operating Budget: \$106,257.00
Percent of Tax Collected: 90%
Preparation of Water Bills and Tax Statements: Town
Capital Reserve Funds: No

PEACHLAND (Pop. 556)



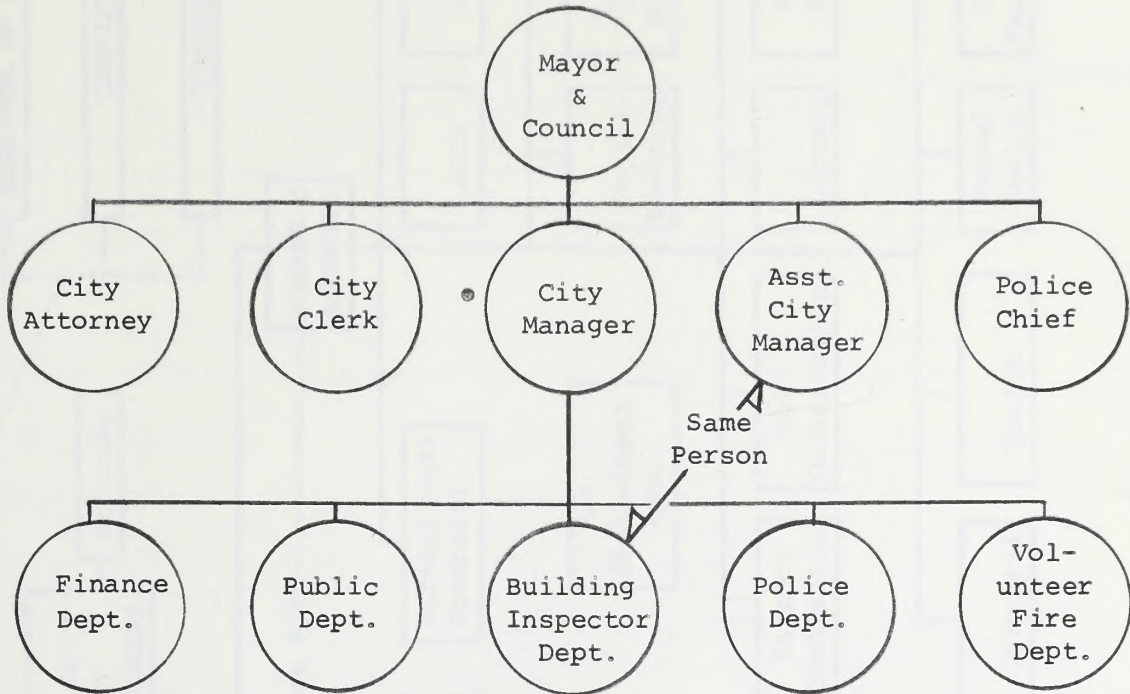
Annual Operating Budget: \$44,400
Percent of Tax Collected: 58%
Preparation of Water Bills and Tax Statements: County
Capital Reserve Funds: Yes (201 Study)

ANSONVILLE (Pop. 694)



Annual Operating Budget: \$11,482
Percent of Tax Collected: 78%
Preparation of Water Bills and Tax Statements: Town
Capital Reserve Funds: Yes (Any special projects)

WADESBORO (Pop. 4,086)



Annual Operating Budget: \$847,666
Percent of Tax Collected: 85%
Preparation of Water Bills and Tax Statements: Town
Capital Reserve Funds: Yes

LAW ENFORCEMENT

A law enforcement agency has broad responsibilities and activities which involve (1) prevention of criminality, (2) repression of crime, (3) apprehension of offenders, (4) recovery of property, (5) regulation of noncriminal conduct. Prevention of criminality is a newer aspect of the police function which delves into factors of community life that create criminal tendencies and lead the criminal to indulge in antisocial behavior.

A leading commentator on law enforcement administration has placed major police activities into the following categories:

<u>Major Grouping</u>	<u>Related Activities Within Each Group</u>
1. Patrol force	All protective patrols Recording and checking calls Patrol wagon service Booking prisoners at stations Custody of prisoners at lockups Operation of patrol and station records
2. Traffic regulation	All traffic regulation posts and patrols Traffic engineering and planning Accident prevention squads and records Accident records and reports Junior traffic patrols
3. Criminal investigation	All organized crime detection activities conducted by agencies other than patrol force Criminal correspondence Crime laboratory Photography of crimes and criminals
4. Crime prevention	Protection work with women and juveniles Supervision of delinquent boys' activities Juvenile aid programs
5. Morals regulation	Headquarters squads for controlling prosti- tution, narcotics, intoxicants, and gambling
6. Communication and records control	Files of crimes and investigation reports Arrest records Identification files Central complaint room

- | | |
|-------------------------|--|
| 7. Property management | Accounting and payrolls
Purchasing
Maintenance of police buildings and equipment |
| 8. Personnel management | Examination and investigation of recruits
Qualification and efficiency records
Promotion standards
Training
Disciplinary trials
Police surgeons |

Law enforcement service functions may be classified into field operations, auxiliary services, and administrative functions as follows:

1. Field operations:
 - a. basic and specialized patrol, to include traffic enforcement;
 - b. specialized field services, to include the investigation of major crimes, juvenile delinquency, and vice conditions;
2. Auxiliary services:
 - a. communications, to include agreements to monitor radio and teletype transmissions on a regional basis;
 - b. identification and records;
 - c. laboratory services, to include at least criminalistics examinations of blood; latent, visible and plastic fingerprint and other impressions; and basic chemical analysis of alcohol, narcotics and poisons;
 - d. detention facilities for misdemeanants awaiting court disposition and for felons awaiting preliminary hearings;
3. Administrative functions:
 - a. personnel services to include at least advisory participation in the recruitment and selection process and participation in the disciplinary process;
 - b. training, to include arrangements for basic recruit and in-service programs for all levels of personnel;
 - c. law enforcement planning: continuous critical self-analysis and evaluation of police procedures and methods;
 - d. internal and external public relations;
 - e. administrative "housekeeping" duties of budgeting, payroll, reporting, purchasing, and maintenance to the extent that these duties are not performed by a central agency of the jurisdiction.

Current Practices in the County and Towns

Anson County's police protection is through the efforts of the existing Sheriff's Department. The 1973 Community Facilities Report indicates a staff of only six deputies and three part-time deputies/jailers serving a population of 23,488. To complicate the situation even more, the six incorporated towns have even less protection. Below is a list of towns and police officers.

TABLE 2

Town's Policemen

<u>Town</u>	<u>Number of Police Officers</u>
Lilesville	1
Morven	1
McFarlan	0
Polkton	1
Peachland	0
Ansonville	0
(Wadesboro	14)

As indicated by Table 2, three of the six incorporated towns have one policeman each who provides "twenty-four hour protection." Considering the organizational chart (work load of the policeman), the population of each town and the twenty-four hour period during which protection is required, the system is totally inadequate.

Also, three of the seven towns do not have any police protection other than the understaffed Sheriff's Department and the North Carolina State Highway Patrol. The dependency of these towns upon the Sheriff's Department increases the original patrol area from 23,488 to 24,878 people; thus, the existing force is even more inadequate.

Another factor that should be considered in this section is the geographic area to be patrolled in the towns and county. The towns previously mentioned (except Wadesboro) have less than one mile in which to apprehend their suspect or the local patrolmen will be out of their jurisdictional area. The Sheriff's Department has approximately 533 square miles to patrol twenty-four hours a day. It is these factors that make a Rural Police Department or a Sheriff's Department, having jurisdiction inside the towns' limits, seem necessary. This is another warranted consolidation of services.

The most logical way for local towns to improve law enforcement services is through a consolidation program with the county.

Observations and Comments

Anson County and towns are basically rural (except for Wadesboro); therefore, a Rural Police Department would provide adequate police protection for the area. If this proposed department were to

be established, personnel should receive both pre-job and on-the-job training. Basic training should involve approximately four to five weeks of basic law enforcement. Later training should include Federal Bureau of Investigation and State Bureau of Investigation training schools, traffic laws and accident investigation, first aid, firearm training, defensive tactics, and civil disturbance control, and advanced police training. Also, various offices should do public relations work and make presentations to the general public, church groups, various clubs and organizations.

The objectives of the fire protection program are: (1) to prevent fires from starting, (2) to prevent loss of life and property in case a fire does start, (3) to confine a fire to the place of origin and to extinguish the fire. From the early days of the Republic, local government has been divided in fire protection and fire departments.

Some jurisdictions have the objectives of fire protection program somewhat differently. (1) personal safety-saving life and alleviation of injury, (2) structure protection-saving or saving of lives and of buildings and of the life and property of the community, (3) property protection-saving of individual property from loss by fire. These objectives are achieved primarily by: (1) fire prevention, (2) fire protection activities, and (3) suppression of regulatory provisions in certain areas of possible loss.

Current Structure in the County and Towns

Some County is served by three municipal fire departments. Fire Department No. 1 and Fire Department No. 2 are in the County. The City of the County a total of seven volunteer fire departments. The fire stations are located in the County. The fire stations are located in the County.

	<u>Municipal Volunteer Fire Departments</u>
Washburn	7
Elmoreville	4
Washburn	4
	<u>Local Volunteer Fire Departments</u>
Washburn	42
Elmoreville	42
Washburn	42
Washburn	42

The fire stations in the County are the only ones in the County. The fire stations are the only ones in the County. The fire stations are the only ones in the County. The fire stations are the only ones in the County.

Fire stations are located in the County.

FIRE PROTECTION

Introduction

The objectives of the fire protection function are: (1) to prevent fires from starting; (2) to prevent loss of life and property in case a fire does start; (3) to confine a fire to the place of origin; and (4) to extinguish the fire. From the early days of the Republic, local government has been involved in fire prevention and fire fighting.

Some specialists state the objectives of fire protection program somewhat differently: (1) personal safety--saving life and elimination of injury; (2) economic protection--saving of means of livelihood of citizens and of the tax base of the community; (3) property protection--saving of individual property from loss by fire. These objectives are achieved primarily by: (1) fire extinguishing, (2) fire protection activities, (3) adoption of regulatory provisions to restrict extent of possible loss.

Current Practices in the County and Towns

Anson County is served by three municipal volunteer fire departments and four rural volunteer fire departments; this gives the county a total of seven volunteer fire departments. The fire ratings are listed below (North Carolina Fire Insurance Rating Bureau, Raleigh, N.C.):

<u>City</u>	<u>Municipal Volunteer Fire Departments Rating</u>
Wadesboro	7
Lilesville	8
Morven	8

	<u>Rural Volunteer Fire Departments Rating</u>
Ansonville	9A
Peachland	9A
Polkton	9A
Burnsville	9A

A 9AA rating is the best possible for most rural fire districts. Anson is unique with a county-wide water system and could easily qualify for a higher rating if money were available for purchasing new equipment, county-wide communication, and full-time employees.

Presently, fire calls are made to the communications center

operator who in turn calls a Volunteer Fire member (President). In some instances, the message has to be delivered by a deputy due to the inadequate telephone system throughout the county.

In order to obtain a 9A fire rating, which is the lowest possible volunteer rating, a fire department must meet the following specifications set forth by the N.C. Fire Rating Bureau:

Water Supply. Water supply may be limited to that carried on one piece of automotive fire apparatus equipped with a water tank and pump.

Apparatus. A suitable fire truck shall be provided with the following: (a) tank, recommended capacity 500 gallons; minimum capacity 300 gallons; maximum capacity 1,000 gallons. (b) Pump, recommended capacity 300 gallons per minute (or greater) at 120 pounds per square inch net pump pressure; minimum capacity 150 gallons per minute at 120 pounds per square inch.

Equipment. Minimum carried on apparatus shall be as follows: (a) two booster reels, each with 150 feet of one-inch rubber hose connected to pump; (b) one booster reel (equipped as above) plus 250 feet of one and one-half inch hose (with 150 feet preconnected); (c) nozzles--two combination spray and straight stream, shut-off type; (d) auxiliary equipment such as ladder, axe, first aid kit, etc.

Source: Anson County Community Facilities Plan, May 1973.

Based on the State's minimum standards for local volunteer fire units, Anson County has the basic equipment; however, there are other things that must be considered such as effectiveness and efficiency. Do the volunteer firemen have the on-going additional training that may be necessary to save lives and homes?

Based on the inventory taken throughout Anson County, the number of volunteer firemen is as follows:

TABLE 3

Volunteer Firemen

<u>Town</u>	<u>Number of Volunteer Firemen</u>
*Lilesville	23
Morven	20
McFarlan	0
Polkton	25
Peachland	18
Ansonville	22
*Wadesboro	26

*Firemen that are compensated for their services.

The county-wide inventory indicated that only approximately two to three members are available to assist in fighting fires which occur during the daylight hours. Most members work several miles away from the fire units' headquarters or even out of town and contacting them during working hours is difficult. Therefore, the number of firemen available to fight fires during the day is significantly reduced. There are however, mutual aid agreements among all the units which help facilitate fire-fighting activities.

Observations and Comments

Actions are warranted to improve fire-fighting in Anson County. As an alternative solution, the County Commissioners and local Town Boards should consider the Public Safety concept. In utilizing this method of public safety the county pays one salary instead of two, yet; greater protection is received. (Assuming that the Rural Police and full-time firemen become a reality.) Combining Police and Fire operations is becoming increasingly popular in North Carolina. Anson County could apply this technique with few problems. A summary of the Public Safety Division and Officer is as follows:

Public Safety Division

Administratively, the Public Safety Division is under the dual direction of both the Fire Department and the Police Department depending on the type of work the Safety Officer is performing. However, the Public Safety Division will be budgeted in a third dimension and generally responsible to the Fire and Police Departments concerning personnel matters, promotions, etc. The company would be under the supervision of the Assistant Fire Chief on duty during times of emergency fire duty and under the supervision of the Police Watch Commander during times of police duty.

The Public Safety Division is based at a centrally located fire station which serves high density residential areas. It has police and fire responsibilities within a geographical district surrounding the station.

Public Safety Officer

The Public Safety Officer is a fireman-policeman. He is the essential ingredient of the fire-police merger. He is trained, equipped and prepared to respond immediately to any fire or police incident.

Work performed by the Public Safety Officer during his eight-hour shift would fall into three categories: (1) emergency work, (2) fire and police patrol, and (3) pre-scheduled non-emergency work.

(1) Emergency work is assigned directly from the communications center in accordance with standing orders. Emergency work includes fire and police incidents.

The individual Public Safety Officer responds to a police

incident as assigned and may then work independently or under the supervision of a senior police officer according to the circumstances.

Public Safety Officers respond to a fire as assigned, meeting the other members of the team and the fire truck at the fire.

(2) Fire and Police Patrol occupies most of the time of the Public Safety Officer. The patrol vehicle is neither fire or police car, but it has a portable fire extinguisher, hydrant wrench, rescue equipment, forcible entry tools and other small equipment mounted in the trunk. The Public Safety Officer wears uniform items of a law enforcement officer but is identified as a Public Safety Officer and he also carries in his car protective clothing for fire-righting.

(3) Pre-scheduled non-emergency work, other than police and fire patrol includes:

Fire Prevention

Pre-fire inspections

Police Prevention

Training--fire and police, twice monthly

This work would be scheduled at hours of low police activity. The work is performed under the supervision of the Training Officers of the Fire and Police Departments or at local training facilities.

REFUSE COLLECTION AND DISPOSAL

Introduction

Reduced to its simplest terms, refuse collection and disposal consists of the acceptance at each household, business property, or institution, of the solid waste that results from processes of urban life, the transportation of such material to disposal sites, and the processing and disposal of the collected refuse so that nuisances are not created. The entire process must be carried out in such a manner that the public health of the community is protected, that the extent and character of the service is in accord with the desires of the people, and that the operation is conducted effectively and economically... For a collection and disposal service to be entirely free from nuisances and menace to public health, the material must be stored so that odors cannot escape, so that insects and animals cannot have access to the material; it must be transported so as to cause no unsightly appearance or disagreeable odor; and the disposal must be carried out so that flies and insects cannot feed on the refuse, odors are not disseminated, and dust and papers are not thrown around.

There is a variety of methods of refuse disposal. (1) Sanitary landfill operations are usually performed by depositing refuse in a natural or man-made depression or trench, or dumping it at ground level, compacting it to the smallest practical volume, and covering it with compacted earth or other material in a systematic and sanitary manner. (2) Central incineration--municipally or privately owned--reduces refuse to ash by high temperature burning. (3) On-site incineration of refuse produced on the premises is done in and outside of houses, in apartment buildings, stores, small industries, hospitals, and other institutions. (4) Food wastes may be disposed of by grinding them and flushing them into sewers, at the home, food-handling locations, or centrally located stations operated by a municipality. (5) Composting may be used to dispose of moist, solid, organic matter. Under controlled conditions aerobic microorganisms cause a rapid but partial decomposition of the refuse. (6) Refuse may be salvaged and reclaimed.

Of the six methods listed, only sanitary landfill is capable of handling all types of refuse. Central incineration handles only combustibles and also produces an ash which must be disposed of by dumping or sanitary landfill.

Just as there is a variety of methods of refuse disposal, so is there a variety of ways in which government discharges its responsibility for disposal.

Current Practices in the County and Towns

The county recently issued franchises to four private collectors. As stated in the contract, each collector, for a small fee, must cater to any resident in his area that requires the service. The average rates are \$3.00 if garbage is on the road, and \$4.00 if the garbage is in the back yard. The faults of this type collection system are yet to be seen and may prove to be entirely satisfactory.

The county's present landfill sites are several of the many gravel pits located in the eastern and southeastern area. The present site is in compliance with the State Board of Health. The towns are charged for the use of the landfill sites which are maintained by the county. There are no formal agreements as to the length of time the county and towns can use these particular sites; therefore, actions are warranted to solve this problem.

Observations and Comments

As far as the establishment of new landfill sites is concerned, a number of counties have run into strong citizen opposition that caused the County to take their second choice site. Once opposition to a site develops, the counter-petition approach used in Gaston County may be a useful technique to keep in mind. The possibility of such opposition and the delay in opening the landfill that can result is a valid reason for counties to obtain such sites at least a few years before they are actually needed, and to obtain sites much larger than needed for the next few years.

The level of hard data about many of the public landfill sites that are acquired is very low. Comments such as "we have ten acres and all of it is usable," and "we have twenty usable acres if no rock problem is encountered" and the lack of operational plans are not unusual in regard to sites that have already been purchased. The Rules and Regulations Providing Standards for Solid Waste Disposal that require State approval of landfill sites and operational plans which became effective July 1, 1972 should greatly improve the level of planning for such sites in Anson County and Region H. Companion operational requirements for an end to open burning, for the daily covering of waste, for vector control, and for attendants on duty when the landfill is open should likewise have a salutary effect on local landfill operation. It should hasten the already appreciable movement toward fewer, larger, and better operated landfills.

WATER SUPPLY AND SEWAGE DISPOSAL

Introduction

Water supply. Water service in urban areas has three principal requisites: providing a water supply that is safe, clear, potable and preferably soft; providing adequate pressure and supply for fire fighting needs; and maintenance of reasonable charges and services. In rural areas the requirements of purity, pressure and economy may be met by individual residential wells; however, approximately ninety percent of the private wells in Anson County could not be approved by the State Health Department due to the inability of private wells to meet the State's standards.

A public system ordinarily consists of the water source, which may be river water, lake water, springs, or subsurface sources; reservoirs to hold the water until used, and to create pressure; treatment plants and pumping stations; and a network of mains and lateral pipes to carry the water to the consumer.

Under favorable conditions, public wells may prove adequate as a source of supply for even a fairly dense pattern of development. However, more intensive urban use of land for streets and buildings decreases the amount of precipitation returned to the soil, thus contributing to the lowering of the water table and jeopardizing reliability of well supplies.

Sewage collection and disposal. The function of sewage collection systems is to collect contaminated, putrescible liquid from the plumbing systems of buildings, carry it to a sewage plant or another suitable place of disposal, and there reduce the objectionable characteristics of the liquid before it is discharged. The principal purpose of the sewage function is to avoid contaminating the water supply of the community and its neighbors for whatever purpose they want to use it: domestic, industrial, or recreational.

The sewage collection system consists of a network of drains and sewers, preferably built to follow topography so that the sewage will reach the treatment plant by gravity flow. Pumping stations and force mains can be used to carry sewage over hills, but such facilities are expensive to construct and operate and make service less reliable because of the possibility of mechanical breakdown. The sewers, called sanitary sewers, are also sometimes used to collect and carry rain or surface water to natural water courses or bodies of water where a separate storm sewer system is not provided. Use of the same sewers for both sanitary and storm drain purposes complicates and increases the expense of handling and treating sanitary sewage. Increasing attention

is being given to constructing separate storm drain facilities.

The sewage treatment facility varies with the type and intensity of treatment given. It treats the sewage by separating the solids from the liquids and disposing of the two individually. The solids are either buried or burned, and the liquids usually are further treated before being discharged into a body of water.

At the fringes of the urban centers, however, where development is still sparse or where lot sizes tend to be larger, sewage is frequently handled by private, on-site systems. In the on-site system, the entire disposal process takes place on the same site as the building being served. The most commonly used on-site system is the septic tank-soil absorption system, in which the larger solids are separated from the liquids in the septic tank, and the partially treated effluent is then discharged into the subsoil by a seepage pit or system of perforated pipes.

Public health technicians generally believe that the isolated homesite, such as a rural farm, is the only safe place for reliance on the on-site system on a permanent basis, and that in suburban areas the septic tank should be used only as an interim system. As a rule of thumb, they suggest that a public sewerage system is justified economically where population density is at least 2,500 persons per square mile, approximating a building density of no more than one-half acre per residence. This yardstick does not necessarily reflect the justification of public sewerage service from a health standpoint, since a number of variables unrelated to density of settlement have to be taken into account, such as local soil characteristics.

Current Practices in the County and Towns

Water System

Anson County is very unique as it is now bisected by large water mains which originates from a 4.0 mgd plant and has a future capacity of 12 mgd. A 24 inch line from the filter plant on the Pee Dee River transports water east along U.S. 74 to Wadesboro. From Wadesboro, the line reduces to an 18 to 12 inches along U.S. 64 to Peachland. At U.S. 52 south, an 18 inch line branches to a 12 inch to Morven and an 8 inch to McFarlan. Twelve, ten and eight inch lines serve U.S. 52 north to the Ansonville area.

Anson County is constantly upgrading its water system. The county is presently selling water to the seven incorporated towns, Union County and Stanly County. In addition to the sale of water to Peachland and McFarlan, the county provides maintenance and billing without the need for additional municipal employees.

Sewerage Facilities

The towns of Anson County are having serious problems with their sewerage systems. Wadesboro, the County's largest city and County Seat, has recently received a letter from the N.C. Office of Water and Air

Resources stating that the conditions of the present treatment facilities are intolerable. Stated below is a summarization of each town's present sewerage system.

Ansonville: Presently, the only sewerage facilities that exist in the area of Ansonville are individual septic tanks and privies.

Lilesville: The sewerage system for Lilesville was installed in 1939 and expanded in 1954. A total of 141 sewer taps are located inside the town limits with no connections beyond. A pumping station with a five horsepower motor and a pump with a capacity of 50 gpm is located on the east side of Lilesville. The system includes two treatment plants, the Northside (1954) and Westside (1940). The Northside plant treats the wastes from approximately 250 users or about 15,000 gallons per day. The Westside Plant receives an estimated 25,000 gpd for treatment. Both are Imhoff tanks with sand filter beds.

Morven: The Morven sewerage system consists of eight-inch collector lines, an outfall to an Imhoff tank and sand filter beds and 140 taps. Approximately 65% of the population is served by the sewerage system. The existing treatment plant is located near a tributary of Mills Creek. The stream has sufficient flow to dilute the discharge from the plant. Like many of the Imhoff tanks that were built years ago, the efficiency of this system has been greatly reduced because of substantial additions made to the collection system.

McFarlan: The sandy soils on which McFarlan is located is ideal for septic tanks and the houses are spaced a reasonable distance from each other. Through the county/community water system, wells can be abandoned for potable water use. Therefore, it is quite probable that McFarlan may not require any sewerage facilities until the county-wide sewerage program is initiated.

Peachland: The present sewage disposal for Peachland is limited to septic tanks and privies. The soil types of the area do not support efficient operation of the septic tanks. Effluents from many of the septic tank systems floats to the surface during heavy rains. The Anson County Sanitarian has stated that many of Peachland's septic tanks should be reworked.

The undulating topography in Peachland is not conducive to installing sewer lines in the streets. Many collection lines will have to follow the drainage areas which will necessitate duplication of lines; thus, this task is uneconomically feasible for Peachland.

Polkton: Polkton is presently served by 148 individual septic tanks and 51 privies with three septic tank-sand filter bed sewage treatment plants. Approximately fifteen structures share sewage disposal units. The percolation rate for the area is sixty minutes. For proper septic tank operations, a percolation rate of thirty minutes or less is desirable. Many septic tanks have inadequate drainage fields and the effluents emit odors during the rainy season.

Wadesboro: Wadesboro's 1.25 mgd treatment plant has been severely criticized by the Office of Water and Air Resources. The following was established by an investigation team from Raleigh:

- a. The Chesterfield lift station and the cemetery lift station, from time to time bypass waste water to the receiving streams due to equipment failure.
- b. Wansona Manufacturing Company discharges a high strength waste to the city's system with very little pretreatment or control.
- c. Wadesboro's 1.25 mgd waste water treatment plant is treating over 2.5 mgd daily; thus the system is 100% overloaded.

Source: Anson County Community Facilities Report, 1973.

Ansonville, McFarlan, Peachland, and Polkton are operating individual septic tanks and privies; Lilesville and Morven have less sophisticated sewer facilities; and Wadesboro's waste water treatment facilities are 100% overloaded.

Observations and Comments

The county-wide water system has proven to be a key element for growth--both social and economical. Also, the potential of this water system has not been met. The 4.0 mgd plant was designed so that it could be expanded to 12 mgd as future water demands increased; therefore, the possibility of a regional water system is very likely in Anson. This is one indication that consolidation of services can work harmoniously in Anson County.

A proposed county-wide sewer system is in the planning stage. As with the county-wide water system, Anson may likewise be one of the first counties to provide a county-wide sewerage treatment facility.

While conducting the survey, it was found that Ansonville and McFarlan were not scheduled to be included in the "201" study being financed by the Environmental Protection Agency. EPA grants are used to finance studies prepared in areas of high density population. Unfortunately, Ansonville is isolated in the northern part of the County and McFarlan is located in the southern part of the County and "cut off" by two large hills. Also, neither town has sewerage treatment facilities.

Each town (Ansonville and McFarlan) when interviewed expressed the desire to be included in the study. Ansonville indicated problems with septic tanks due to poor soil characteristics. Also, it is felt that additional industry might locate within the area if sewerage facilities are available.

PLANNING

The planning program is well established in Anson County. The County Commissioners gave new meaning to the planning program early in 1970 by the creation of the Anson County Planning Commission. A Sketch Development Plan, Housing Element, Subdivision Regulations, Zoning Ordinance, Community Facilities Plan and a Capital Improvement Budget have been prepared. However, the county did not actively enforce their "police ordinances" (zoning, subdivision and State building codes) until January, 1974. The six towns referred to throughout this report have no planning programs nor established planning boards.

Observations and Comments

The County is enforcing zoning and subdivision regulations up to the six towns corporate limits and Wadesboro's one-mile planning jurisdiction. Since no ordinances are being enforced within the town limits with the exception of Wadesboro, they have become the dumping ground for incompatible development and land use--such as substandard housing and uncontrolled mobile home parks. As a short term goal it is recommended that the towns allow the county to enforce the State Building Codes, zoning and subdivision regulations within their jurisdictions.

As a long-range goal, Anson County and the local towns should consider planning as an on-going function worthy of department status as growth intensifies and land-use conflicts make themselves more evident. Once this need is felt, the local governmental bodies should investigate the possible use of one staff to serve the entire planning jurisdiction.

The long-range proposal is not feasible at present; however, due to Anson County's past and present growth trends these goals and objectives may very well become feasible several years from now, and the governmental operations and decisions should be made within the framework of implementing these goals.

SUMMARY AND CONCLUSION

A number of issues and problems were identified during the examination of governmental service functions in the six incorporated towns and Anson County (Wadesboro is not included). Some of the issues are major and some minor, but they all add up to one inescapable conclusion: the overall organizational structure of towns and county governmental services (Lilesville, Morven, McFarlan, Peachland, Polkton, Ansonville and Anson County) need revamping or centralizing to provide taxpayers with the services they need in the most efficient and economical manner.

Before summarizing the proposed consolidation of services, it might be well to consider some basic definitions of governmental efficiency and effectiveness which warrant the entire consolidation proposals.

The difference between efficiency and effectiveness is subtle, but it is important. You can have the most efficient local government in the state, yet it may not be effective in terms of achieving public service goals (although efficiency would probably be one of these goals).

Efficiency basically means getting the best program possible within limited resources and/or capabilities. In other words, you could have a governmental administrative unit which is very efficient in terms of manpower utilization, record keeping, personnel management, etc., but still unable to achieve its goals due to limiting factors such as inadequate budget, insufficient manpower, and archaic organizational structure. Effectiveness, on the other hand, is the measure of an organization's ability to achieve certain goals, the uppermost of which for a governmental agency would be to provide needed services to the people in its jurisdiction. A program can be effective without being efficient; it can provide results, but in a wasteful manner, or in turn, it can be efficient but not effective; it may have inadequate resources to do the job, but administrators do the best job possible under the circumstances.

No attempt was made in this report to discuss in detail all of the issues and problems; however, a summary of those findings is necessary to set the framework for the consolidation of services throughout the County. Below is a brief summary of proposed consolidation of certain services:

I. Administration

- A. Purchasing--It is suggested that major purchasing be handled by one individual or agency in an attempt to secure savings for individual governments by advertising for low bids, etc.

B. Tax Listing--It is suggested that the county and towns enter into a contract in which the county will prepare tax billing statements, collect taxes (especially delinquent tax due to the legal complications involved in foreclosures of property). Also, this job requires standard office hours and professional services of which the local towns do not have. (See organizational structures.)

II. Law Enforcement

A. Sheriff's Department--It is suggested that the county and towns enter into a contract through which the Sheriff's Department will have jurisdiction within the town limits. This type agreement will provide additional police protection for local towns and the county until it is feasible to establish the proposed Rural Police Department.

III. Fire Protection

A. Volunteer Fire Units--Again, it is suggested that the county establish a public safety unit utilizing the Sheriff's Department. Sheriff's deputies would be trained to fight fires and administer first aid in addition to providing police protection; thus, the entire county would be assured of better fire and police protection. This technique also has the potential of increasing the fire rating throughout the county, provide full-time firemen and provide a substantial savings on personal property for the citizens of Anson County.

IV. Public Safety Division (An alternative for Proposals II and III)--It is suggested that the county and towns establish a Rural Police Department or a Public Safety Unit. This unit, if established, utilizes existing Volunteer Fire Units throughout the county as temporary headquarters (depending on the location of the emergency), allows the Sheriff's Department to continue its usual duties and through cooperation, provides additional police protection throughout the county.

Proposals II and III would provide immediate relief for the county; however, if the Public Safety Unit is economically feasible to be established in the future, the money invested in training the Sheriff's deputies would not be a waste since this particular department serves as a "back-up unit."

V. Solid Waste Disposal (Landfill)--It is suggested that the county (through continued cooperation with the towns) renegotiate formal contracts with owners of the areas that are presently being used or are suitable to be used in the future as landfill sites. The State's rules and regulations which provide standards for solid waste disposal warrants this type action.

VI. Water and Sewer

- A. County-wide Water--Polkton, Ansonville, Lilesville and Morven should follow McFarlan and Peachland's example by initiating a contract with the county to provide billing and maintenance of the towns' water lines. Also, it is recommended that Anson continue their efforts to initiate a regional water system.
- B. County-wide Sewer--The county should continue their efforts to establish a county-wide sewer system. After the "201" study is completed all efforts should be directed toward providing services for Ansonville and McFarlan.

VII. Planning

- A. Inspection--It is suggested that the towns and county enter into a contract through which the county would enforce State Building Codes, Zoning and Subdivision Regulations within the town limits in order to assure orderly growth for the entire county. It is hoped that this effort will develop into a fully staffed inspection department.
- B. Comprehensive Planning--It is suggested that the county enforce Zoning and Subdivision Regulations within the towns. The rezoning requests and subdivision plat reviews would be submitted to the Town Boards for review and recommendations before action is taken by the County Planning Board. Comprehensive planning/management process should develop into a fully staffed Planning Department. Furthermore, the comprehensive planning program should be continued with emphasis on overall planning and management needs.

GENERAL GUIDELINES FOR INTERLOCAL CONTRACTS OR AGREEMENTS

No two cooperative arrangements are likely to be identical in all details. Local conditions, the purposes of the arrangement, and controlling state statutes all affect the contents. Generally, most agreements should contain certain basic provisions. These provisions are suggested by the Advisory Commission on Intergovernmental Relations in its Handbook for Interlocal Agreements and Contracts. The provisions which follow are taken practically verbatim from the Handbook. Although they follow closely those principal statutes authorizing interlocal cooperation by counties, they can be applied also to most interlocal contracts or agreements entered into under other functional authorizations.

Nature of the Agreement: The first section of the agreement should identify the parties involved, describe the nature of the service to be performed, explain the need for the arrangement, and cite the legal authority for the undertaking. It is also useful in some contracts to define the terms being used.

Work to be Performed: The level of service to be provided, or the nature of the function to be jointly performed, should be set forth clearly. In a service contract it might be stated that the service to be provided shall be on the same level as presently provided by the supplier within its own corporate limits. When appropriate, the contract should include an agreed upon list of specific activities and functions to be performed, equipment to be used, and other service-related factors.

Limitations: The contract or agreement should set forth precisely any limitations or restrictions imposed upon the performance of the service or function. A sewage treatment contract, for example, may contain limits on the type or amount of sewage that can be treated. Contracts relating to the joint use of facilities, e.g., a park or playground, may spell out priorities on its use. The extent to which the parties are liable for damages to persons or property also should be spelled out.

Service Charges: Local governments contracting for services from another local government will normally be responsible for payment. Service contract charges may be based on a flat rate, a percentage or assessed valuation, population served, actual expenditures, or a combination of these. The contract should specify the items included in the cost, such as salaries, depreciation on machinery, travel, overhead, fringe benefits, and capital expenditures.

Financing: Allocating costs can be an obstacle, and contracts providing for the joint financing of an activity should carefully

outline procedures for assigning costs among the parties. Functional authorizations contained in state statutes provide several methods of financing. Payments from the participating parties may be based on population, services received, capacity of space used, assessed valuation, or a combination of these. Land, personnel, or equipment may be provided by a contracting party in lieu of cash payments.

Financing joint projects or facilities may also be accomplished by participating units issuing bonds, either separately or jointly. If each unit issues its own obligations, the obligations and the debt service charges remain with the issuing units. In some cases, one unit issues the obligations for the entire project, and the other unit agrees to make payments on bond and interest charges according to predetermined formula.

Determining benefit in order to fix cost responsibilities of a joint undertaking may pose a problem. A few examples will suffice to point out possible methods. When two units are cooperating to provide services that each usually provides, cost should be prorated on the basis of actual use. A service available to all people in a given area should be financed by the government having jurisdiction over the entire area. County libraries and Sheriff's offices are in this category. If, however, residents of particular areas desire a higher level of service, they should pay for it. A good example of this would be a sheriff providing total law enforcement in an incorporated town. When a city provides a service that the county does not provide which benefits county residents, the county officials should work toward county financial support of the operation, as, for example, a landfill operated by a city.

Administration: Service contracts and many joint agreements do not require the creation of a joint agency. Contractual provisions in these cases need only to identify the administrative unit offering or performing the service and responsible for its administration. A contract or agreement establishing a joint agency should include such matters as the number and method of selecting members, frequency of meetings, voting procedures, and the inclusion of new members.

Fiscal Procedures: Contracts should provide for keeping accurate records, issuing financial reports, and stipulating the manner and time of making payments. Provisions should also be included for reviewing charges. The latter is particularly appropriate for long-term contracts, such as those relating to water supply and sewage treatment, which may run for forty to fifty years.

Fiscal procedures for joint agreements should be covered in greater detail. The chief fiscal officer of one of the participating units should be assigned to administer the financing of the endeavor. This method is preferred to having each jurisdiction responsible for disbursing a certain portion of the funds under the terms of the agreement. Budgets may be prepared by one of the participating units or by the joint agency or board personnel.

Personnel Rights: Contractual provisions should be included to safeguard the rights, privileges, immunities, and fringe benefits of employees or officials of a local government while they are performing agreed upon duties in another unit. This is particularly important in police service agreements where one department's personnel are serving in another jurisdiction under a mutual aid agreement.

Staffing: A joint agency may be staffed by employees of the participating units without greatly disturbing existing personnel practices. As an alternative, one of the participants may be designated to serve as the employer for all joint employees and to handle all personnel matters. Contracts, such as one establishing a joint recreational program, may stipulate that employees meet accepted national standards of professional competence.

Property Arrangements: Contracts should stipulate what property arrangements have been made. Participants may wish to hold title to property as tenants in common. In other cases, the property may be owned by one unit and leased to another or a joint body. When property and equipment are to be jointly purchased, provision should be made regarding purchasing procedures, allocation of costs, and disposition of property once the contract has terminated. Further, provision should be made for maintenance of facilities to be used in the undertaking.

Duration, Termination, and Amendment: The contract or joint agreement should clearly state the duration of the arrangement, the circumstances under which participants may withdraw, and the procedures to be followed in amending it. The duration may be fixed by state law or simply by agreement of the participants. On the other hand, the contract may be on a continuing basis.



